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ABSTRACT

In response to legislative mandate, a study was conducted in 1981 to determine the educational and fiscal effects of legislation authorizing independent study (IS) in California community colleges. Independent study was defined as learning undertaken by a student enrolled in a credit course without the immediate presence of the assigned instructor, including mediated and directed study, and television, radio, and newspaper courses. All colleges which participated in IS were asked to submit information on enrollment; instructional and staff salaries and benefits; books, supplies, and equipment costs; contract services costs; capital outlay; total average daily attendance (ADA) and cost per ADA for all instruction and for IS. To assess the educational effects of IS, colleges were asked to provide information on IS courses by subject matter, mode of instruction, and opening enrollment and number and percentage of completers in each area of instruction. Major findings included: (1) cost per ADA of IS varied from $79 to $5,114, with television and mediated instruction most expensive; (2) about 1,000 separate offerings in IS were provided during 1979-80, with the largest number of offerings in directed study, but the largest enrollment in television courses; (3) IS instruction was distributed fairly evenly over subject areas; (4) IS retention rates were only slightly lower than in general curriculum courses. IS regulations and sample study forms are appended. (KL)

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ED214552

Report to the Legislature on the Educational and Fiscal Effects of Independent Study

by Allan L. Petersen, Administrator
and Ernest H. Berg, Specialist
Program Evaluation and Approval

Report prepared for the Meeting of the Board of Govenors of the California Community Colleges (Sacramento, CA, June 11-12, 1981); discussed as Agenda Item 9.

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VC 810 389

Board of Governors of the
California Community Colleges
June 11-12, 1981

Item 9

Title: Report to the Legislature on the Educational and Fiscal Effects of Independent Study

Staff Presentation: Allan L. Petersen, Administrator
Ernest H. Berg, Specialist
Program Evaluation and Approval

Summary

S.B. 941 (Gregorio, Chapter 1055 of the Statutes of 1978), required that the Board of Governors submit by June 30, 1981, a report of the educational and fiscal effects of the legislation authorizing independent study in California Community Colleges.

The report entitled "The Educational and Fiscal Effects of the Legislation Authorizing Independent Study, 1979-80" is being submitted to the Board for review and approval. The report provides background information, considers the fiscal and educational effects of the legislation, presents a summary of the major findings and recommends revisions to the existing legislation.

The report was presented to the Education Policy Committee on May 22, 1981. Because only two members of the Committee were present, no action was taken. A member of the Committee indicated that the term "substantial completers" should be changed and that the number of students actually completing independent study courses should be reported. Representatives of the Academic Senate and the California Teachers' Association provided comments on the report. The report has been revised in accordance with many of the concerns which were expressed. In particular, the number of students actually completing courses is now reported rather than the number of "substantial completers."

Recommended Action

1. The Board should approve the report and authorize the Chancellor to submit it to the Legislature.

2. The Board should direct the Chancellor to seek legislation which would implement the recommended revisions.

CALIFORNIA COMMUNITY COLLEGES

INDEPENDENT STUDY

A Report to the Legislature

SB 941 (Gregorio) was signed by the Governor on September 25, 1978, and became Chapter 1055 of the Statutes of 1978. The statute requires in part that:

> "The Board of Governors or its designee shall study the educational and fiscal effects of the authorization provided by this subdivision and shall report to the Legislature prior to June 30, 1981, on the appropriateness of deleting or extending such authorization, as well as other changes that should be made."

Preface

Since the time of the invention of the magic lantern, teachers in all segments of education have attempted to enhance student learning by the use of various technological aids. Today, the most widely used piece of equipment in the classroom is the 16 mm moving picture projector. Excellent films on practically all subjects are inexpensive and widely available. Films may be purchased or rented, and many are distributed free of charge. In the recent past the use of technology in education has been accelerated by the introduction of video and audio tapes and relatively inexpensive playback units. Most community colleges have learning resource centers which offer both supplementary course material and complete courses using various combinations of technological aids.

The majority of California Community Colleges offer televised instruction to provide additional learning opportunities in the student's own home. The viewing audience of television series such as The Shakespeare Plays or Cosmos is undoubtedly very large compared to the number of students who actually enroll in those courses for credit. Community colleges usually purchase commercially produced instructional materials, but many colleges, such as Coastline Community College -- which is one of the nation's largest producers of televised instructional materials -- produce their own instructional materials.

The introduction of the computer as a technological aid to education has immensely increased the ability of students to interact immediately with programmed course material. Such interaction provides a stimulus to student interest and application. Unfortunately, because of cost considerations involving both equipment and software, the use of computer assisted instruction has been limited. Educators are now discovering that the major use of the computer, especially since the introduction of the microcomputer, is to combine it with some other device to increase flexibility and the interaction between the student and the programmed material. The combination of a microcomputer and a synchronized slide-tape machine for example, produces a more powerful education tool than either piece of equipment used independently.

The very recent introduction of the video disc, especially when combined with a microcomputer, represents a quantum leap in terms of the application of educational technology to instruction. Although the present cost of the video disc player is approximately $800, the video disc, which can store a massive amount of information, will cost less than $25 and is practically indestructible. Educators are just beginning to understand the full potential of this new technology.

In the area of televised instruction, the growth of multiple channel cable television and the rapid development of low power television broadcasting will greatly increase the instructional potential of this medium.

Schools and colleges are on the verge of an information revolution. Modern technical aids to instruction have the potential of significantly increasing educational productivity. Instructors, through the use of modern technology, will be able to supplement their instruction and enhance their ability to communicate with and to educate students. Currently, however, the only legal means of using modern educational technology to offer complete courses to students on the college campus, in off-campus centers, or in their homes, is through Independent Studies. For this reason this report on the fiscal and educational effects of the legislation authorizing Independent Studies is of critical importance to the community colleges.

Historical Background

The precursor to independent study in the community colleges was the Coordinated Instruction System (CIS). Chapter 1576 of the Statutes of 1970 amended Section 11251 of the Education Code to provide that community colleges could include students enrolled in Coordinated Instruction System programs when computing average daily attendance (ADA). A coordinated instruction system was defined as one in which a variety of teaching methods, including mechanical and electronic devices, self-instructional materials and similar teaching techniques may be used to convey knowledge and skills to the student. CIS included television, computer assisted instruction, automated audio-visual devices, programmed instruction and similar types of instruction.

Section 11251 of the Education Code, as amended, also provided that state support for approved CIS would be computed in the same manner and for identical categories of attendance as state support for other graded classes, but that apportionment would not exceed one-half of the current costs to the district for CIS in that fiscal year. Section 11251 also stipulated that developmental costs incurred in the year in which CIS generated attendance could be included toward state aid apportionment.

Under CIS, the program or course was required to be coordinated and evaluated by a certificated instructor, but the instruction could be offered in a manner in which the student was not under the immediate supervision of the instructor.

At the February 1971 meeting of the Board of Governors, the Board adopted Title 5 regulations governing CIS which had been developed by the Chancellor's staff with the assistance of an advisory committee (Appendix A).

During two years of operation under the CIS Title 5 regulations, it became apparent that there were many disparities in the interpretation of those regulations. Nevertheless, 66 colleges participated in CIS programs in 1973 and that number increased to 74 in 1974. Of those 74 colleges, 73 offered television courses for credit.

At its December 1974 meeting, the Board adopted amendments to the CIS regulations which delineated the requirements for the application for **approval and for evaluation standards and procedures for CIS programs** and courses (Appendix B).

Although the 1974 revisions in the Title 5 regulations and guidelines alleviated the difficulties which were encountered in the interpretation and implementation of the CIS regulations to some extent, persistent problems indicated that a more thorough revision would be necessary if community colleges were to use CIS to its maximum capability. Accordingly, on May 10, 1976, a Task Force on Coordinated Instruction Systems was convened for the purpose of studying related issues. (See Appendix C. Also in Appendix C is a list of the criteria for recommendations for the revision of Title 5 CIS regulations. These two parts of Appendix C demonstrate the thoroughness with which the Chancellor's staff and the Task Force addressed the problem of the revision of the CIS regulations.)

The recommendations of the Task Force on Coordinated Instructional Systems were embodied in SB 941-Gregorio (Appendix D). This bill was approved by the Governor on September 25, 1978 and became Chapter 1055 of the Statutes of 1978.

With the assistance of the Task Force, the Chancellor's staff prepared Title 5 regulations which were approved by the Board of Governors on December 8, 1978 (Appendix E). The former title, "Coordinated Instructional Systems," was dropped and "Independent Study" was substituted.

Summary of Statutes and Regulations Governing Independent Study

Following is a summary of Education Code and Title 5 provisions currently governing independent study:

1. Any college level course or program which is accepted for completion of an appropriate educational sequence leading to an associate degree and which generally is recognized upon transfer by an institution of the University of California or the California University and Colleges may be offered as independent study.

2. Each independent study course shall be reported to the Chancellor.

3. Evidence must be presented in the approval process of the involvement of faculty and students.

4. For each course offered as independent study the college shall certify that the components of the course and the method of evaluation are stated in writing for each student so enrolled.

5. Independent Study is defined as learning undertaken by a student enrolled in a course without the immediate presence of the assigned instructor, to be completed in accordance with prescribed objectives, for the number of credits to be awarded on satisfactory completion of the specified learning accomplishments.

6. The academic standards of independent study courses shall be the same as those applied to other credit courses in the college.

7. Students enrolled in independent study courses shall have the same access to instructors as students enrolled in other credit courses.

8. Learning assistance by tutors or assistants shall not authorize or constitute credit increments for the independent study course.

9. For the purpose of computing the average daily attendance, one weekly student contact hour shall be counted for each unit of independent study credit for which a student is enrolled during any census period.

10. The instructor assigned to an independent study course shall:

    a. Possess a valid teaching credential.

    b. Be responsible for the supervision, control, and evaluation of the course and the enrolled students.

    c. Provide orientation, guidance, and information regarding course content and services for each student.

    d. Provide each student enrolled in an independent study course with the instructor's consultation schedule.

11. The number of students assigned to any one instructor shall not exceed 125 unless exempted by the Chancellor.

12. The Chancellor shall report to the Legislature before June 30, 1981, on the fiscal and educational effects of the legislation authorizing independent study courses.

13. Authorization under SB 941 expires on June 30, 1982.

Types of Independent Study

Independent study courses can be defined in a number of different ways. For the purposes of this study the following simplified categorization has been employed:

1. Mediated Course: A credit course, usually conducted through print and nonprint media. Typically the course includes programmed and modularized instruction and uses various technological aids. The course is frequently conducted outside the immediate presence of

the instructor but the instructor is responsible for the supervision and evaluation of the instruction. The course is conducted in accordance with prescribed objectives for a predetermined number of units of credit which are awarded upon satisfactory completion of the learning objectives. The course is usually conducted in a learning resources center with the assistance of a teacher assistant or a tutor but may also be conducted in an off-campus location including the student's home.

2. Directed Study Course: A credit course in which the student or a group of students is enrolled by special arrangement with an instructor with the approval of the Dean of Instruction, Division or Department Head. The course sometimes involves students working on a special project in a discipline which is usually listed in the college catalog, as for example, Biology 99, Independent Studies (or Directed Studies) in Biology. Such projects make possible the enrichment and broadening of a student's experience beyond that available through the regular curriculum. Students work under the direct supervision of the instructor in accordance with a predetermined schedule which is not necessarily equal in the number of hours to the schedule of a regular class. The learning objectives, the number of units to be awarded, and the method of evaluation are prescribed in a written record before the student engages in the learning experience.

3. Television Course: A credit course which is presented to students by closed or open circuit television with periodic scheduled information and evaluation sessions conducted by the assigned instructor. With respect to learning objectives, method of evaluation, and the number of units awarded upon satisfactory completion, the course meets the requirements of a credit course. Open circuit television courses are usually sponsored by one of the five community college television consortia and are televised by a commercial or public broadcasting facility.

4. Radio Course: A credit course similar to television courses except that it is offered to students by colleges in cooperation with a commercial or public radio station, or in a few cases, by the local college radio station.

5. Newspaper Course: A credit course which is presented to students via a daily or weekly newspaper. The course is sponsored by a community college, and student work is evaluated by an assigned instructor.

It is important to note that all courses offered under the Independent Study regulations must be of college level and meet all the criteria prescribed in the statutes. Evidence must be presented by the sponsoring college that the course will transfer for general education, major, or elective purposes to a campus of the University of California or the California State Colleges and Universities.

The Reporting Process

All television courses and all other courses meeting the criteria for independent study which were offered by the community colleges under the CIS regulations and met all of the requirements of SB 941 were automatically approved as independent study courses and were entered on the Chancellor's Office Inventory of Independent Study Courses. (A copy of a typical college inventory is attached as Appendix F.) In addition, colleges were required to report all new Independent Study courses on form CCC-456 (Appendix G). All such courses which met the requirements of the independent study regulations were added to the college inventory. Colleges were required to report each course only once. The Inventory is updated periodically by the Chancellor's staff.

Methodology of the Study

For the purpose of reporting on the fiscal effects of independent study, all colleges which participated in Independent Study were asked to submit financial information on form CCFS-320 for the period July 1, 1979 through June 30, 1980. The consolidated report is attached as Appendix H. That report will be analyzed and compared to similar data received in 1975-76, 1976-77, and 1977-78 in the section of this study entitled Fiscal Effects.

For the purpose of reporting on the number and types of Independent Study courses offered and the enrollments and number of students who completed those courses in the fall term 1979 and the spring term 1980, colleges which participated in Independent Study were asked to add that information to a copy of their most recent inventory. (A typical college response is attached as Appendix I.) Usable responses were received from 50 colleges in time to be included in this report. Several responses were returned to colleges for revisions of various kinds and were not resubmitted in time to be included. Other colleges which were unable to submit complete reports cited difficulties in interpreting the reporting requirements, with changes in personnel, and with data processing. However, the sample consisting of the responses from 50 colleges is considered to be more than adequate. For the purposes of this study the total number of independent study courses offered is not as significant as the manner in which those courses were distributed among the several modes of independent study and the academic and vocational subject matter areas.

Some concern was expressed by practioners in the field that reporting the number of students who actually completed independent study courses would give a false picture of the extent to which students in community colleges participate in independent studies. The concern on the part of personnel from the field stemmed from the fact that many students who enroll in courses in Independent Study do not actually complete the course, take a final examination and receive a grade because they achieve their objectives before the date of the final examination. Prior to the recent adoption of grading policy regulations, drop dates permitted a student to drop a course shortly before the final examination without penalty. Community college grading regulations which are now in effect do not permit a student to drop a course after the fourteenth week.

Another reason for using the term "substantial completers" is that a large number of students, particularly those enrolled in television courses, do not need or require credit. If this is the case, after taking the course they elect to take a "W" and not take the final examination. Those students, too, have received what they wanted from the course. However, in consultation with some of the colleges included in the study, it now appears that the difference between the number of "substantial completers" and the number of students actually completing the course was small. In fact, some colleges elected to report ending enrollments rather than the substantial completers.

Participation in Independent Studies

Not all colleges have participated in offering courses and program of CIS or Independent Study. It should be noted that some colleges have offered limited amounts of such study but have not reported either the required educational or fiscal information which would qualify them for apportionment. In such cases it was determined by the college that the attendance accounting and reporting procedures were not worth the amount of apportionment which would have been received.

Table 1 indicates the number of districts which reported participation in independent studies for the years shown.

Table 1
Number and Percentage of Districts
Participating in CIS or IS from 1975 to 1980

	CIS			IS
	1975-76	1976-77	1977-78	1979-80
Number of Districts	56	51	53	46
%	80	73	76	66

In general, the number of districts participating in CIS and Independent Study has declined since 1975-76 with a significant decline in 1979-80 under the Independent Study regulations. Paradoxically, those regulations were specifically designed to increase participation in independent studies. Some of the reasons for the decline will be examined in the section of this report which reviews the educational effects of the regulations. However, it should be noted here that an important reason was the significant decline in district revenues following the passage of Proposition 13.

Table 2 indicates a similar decline in the total ADA generated by CIS and Independent Study.

Table 2
Total ADA and CIS/IS ADA and Percentage
CIS/IS ADA is of Total ADA, 1975 to 1980

	CIS			IS
	1975-76	1976-77	1977-78	1979-80
Total ADA	768,902	736,702	718,003	682,742
CIS/IS ADA	6,523	4,837	4,661	3,849
%	.85	.66	.65	.56

These attendance data indicate that both in terms of number of students involved and in the percentage that CIS/Independent Study ADA is of total ADA, there has been a steady decline in the participation in CIS and Independent Study.

Fiscal Effects

The fiscal information which was collected for the purpose of this report to the Legislature is contained in Appendix H, "Cost of Approved Courses or Programs of Independent Study." For a number of reasons, that information has proved to be of limited value and is subject to broad misinterpretation. An inspection of similar information collected in 1975-76, 1976-77, and 1977-78 indicates that there is a very real possibility that the requirements governing the reporting of the financial data concerning CIS and Independent Study have been misinterpreted by colleges and districts. Table 3 presents the variation in the cost per ADA and the average cost per ADA of CIS and Independent Study for the years 1975-76, 1976-77, and 1979-80. Colleges were not required to submit similar fiscal data for 1978-79.

Table 3
Variations in the Cost/ADA and Average
Cost/ADA of CIS and Independent Study

	CIS			IS
	1975-76	1976-77	1977-78	1979-80
Highest Cost/ADA	$5,247	$9,314	$8,076	$5,114
Lowest Cost/ADA	63	201	348	79
Average Cost/ADA	1,117	1,586	1,608	1,301

It is difficult to account for the wide variations shown in Table 3 and, again, the figures suggest that some misinterpretation of the reporting requirements has been involved. It is significant that the district which reported the highest cost per ADA in 1976-77 ($9,314) reported a cost/ADA of only $330 per ADA in 1979-80, because it indicates some problem with the reporting procedure.

Because of the variations in the types of independent studies engaged in by the individual colleges and the variations in the costs of the different types of independent study, the validity of the fiscal information is also questionable for the purpose of making cost comparisons among the colleges. For example, one college which owns and operates an educational television station accounted for 29% of the total cost of independent study for 1979-80, approximately 15% of the cost of certificated personnel, 51% of the total cost of classified personnel, and a cost per ADA of $2,373. On the other hand, another college which engaged only in a limited amount of directed study and which reimbursed instructors for such work at a relatively low rate reported an average cost per ADA of $79. However, another college which heavily emphasized directed study but which reimbursed instructors at a relatively high rate reported an average cost per ADA of $5,114. The aggregation of such costs for various forms of independent study renders sums which have little meaning and which are not useful for financial analysis.

Unfortunately, using the available data, it is not possible to derive separate costs for the different modes of independent study conducted by the community colleges. That type of analysis would require massive data collection and sophisticated analysis. It is very questionable that there would be a positive cost/benefit derived from that type of data collection and analysis. Very significant procedural problems would be encountered. For example, the cost of presenting a course by educational television varies inversely with the number of students enrolled. The cost of providing a mediated self-study course would depend upon whether start-up equipment and facilities costs are necessary and are included. The cost of providing a directed study course depends upon the nature of the formula which determines the amount of reimbursement received by the instructor.

The 1979-80 costs indicate an average cost per ADA of $1,301 which is considerably below the average of $1,770 per ADA cost of all instruction. The calculation of that average cost has undoubtedly yielded a spurious value. It has been significantly lowered because almost 60% of the courses offered in independent study were in the directed study mode and it is generally true that instructors conducting such courses are reimbursed at a relatively low rate. It appears, on the basis of the available data, that colleges which emphasized other forms of independent study reported higher average costs per ADA. It is therefore reasonable to posit that the true average cost per ADA of Independent Study is higher than the average cost shown in Table 3 and that the true cost would be at least equal to the cost per ADA of all types of instruction, especially if other indirect costs of instruction are included.

Probably the most significant fiscal element is the total cost of independent study for 1979-80, which is found in Table 4. That cost is reported as $5,007,239 which is less than one-half of one percent of the total statewide current expense for education in the community colleges.

Table 4 provides a comparison of the total current expense of education with the total costs of Independent Study for the year 1975-76, 1976-77, 1977-78 and 1979-80.

Table 4
Total Current Cost of Education and Total Cost of IS and Percentage CIS/IS Cost is of Total Cost 1975-1980

	CIS			IS
	1975-76	1976-77	1977-78	1979-80
Total Current Cost of Education	696,647,941	933,230,905	1,033,609,506	1,212,072,306
Total Cost of CIS or IS	7,286,191	7,671,482	7,494,839	5,007,239
%	1.05	00.82	00.73	00.41

The statewide costs of CIS during the last three years of its authorization remained relatively stable, but for each year was a declining percentage of the total current expense of education, which increased during each year. For 1979-80 under the Independent Study regulations both the total cost of Independent Study and the percentage that cost was of the total current expense of education declined. The reasons for that significant decline will be commented upon in the section of this report entitled Education Effects. The data indicate that a relatively small portion of the total cost of education was incurred by programs and courses in independent study.

In summary, it appears that the validity of the fiscal data available for analysis is questionable probably because colleges have misinterpreted the reporting requirements and partly because the aggregation of costs of such different modes of instruction yields spurious values. The cost per ADA of CIS and Independent Study varied widely from a low of $79 in 1979-80 to a high of $9,314 in 1976-77. The overall average cost per ADA under the CIS regulations was $1,437 and $1,301 for Independent Study under the existing regulations. There is reason to believe that those averages are spuriously low because of the effect that the cost of the directed study mode had on the average cost. The total cost of instruction under the CIS regulations varied only slightly from $7,286,191 in 1975-76 to $7,671,482 in 1976-77. The percentage of

the cost that CIS or Independent Study was of the total cost of education declined steadily from 1975 to 1978 with a much more obvious deline in 1979-80 under the Independent Study regulations.

It is evident that independent study has offered baccalaureate-level instruction to thousands of students to whom it would otherwise not have been available and it has done so with a relatively small cost.

Educational Effects

Data indicates that 46 districts participated in Independent Study during 1979-80. Although these districts represent 65 colleges, not all colleges in those districts participated in Independent Study. This section of this report is based upon usable returns from 50 colleges, which represents a sample in excess of 80% of those colleges participating in Independent Study. A sample of that size is adequate for the purposes of this study, but it is necessary to extrapolate to estimate the total number of students enrolled in Independent Study and the total number of Independent Study offerings.

For the purpose of this study, the 1979-80 Independent Study offerings have been divided into six subject matter areas; Science, Humanities, Social Science, Personal Growth, Technical/Vocational, and Communications. The Independent Study offerings have also been divided into five types or modes of instruction, as previously described. The total number of offerings and the subject matter areas of the sample colleges are displayed in Table 5.

Table 5
Total Number and Percentage of Offerings
in Subject Matter Areas, 1978-80

	Number of Offerings	Percentage
Science	170	20.0
Humanities	203	23.9
Social Science	163	19.2
Personal Growth	31	3.6
Technical/Vocational	208	24.5
Communications	75	8.8
Total	850	100.0

Extrapolating on the basis of an 80% return, it can be estimated that the total number of offerings in all community colleges in 1979-80 is approximately 1,060. The distribution among the subject matter areas indicates that the offerings were almost evenly divided among Science, Humanities, Social Science and Technical/Vocational. Since all courses offered were at the baccalaureate level, all of the Independent Study courses were

of collegiate academic level and would transfer to four-year colleges. On the basis of the available information, it is not possible to make any judgment about the academic quality of the courses, but it seems unlikely that a college would offer them if they did not match the quality of instruction in the regular college program.

Table 6 displays the number and percentages of the Independent Study offerings in the sample colleges divided according to mode of instruction.

Table 6
Number and Percentage of Offerings
in Various Modes of IS 1979-80

	Number	Percentage
Mediated Study	172	20.7
Directed Study	439	53.0
Television	194	23.4
Radio	11	1.3
Newspaper	13	1.6
Total	829	100.0

The difference between the number of total offerings indicated in Table 5 and Table 6 resulted from tabulating difficulties. It was possible to classify all courses according to subject matter areas but some colleges had not indicated the mode of instruction for each course. Since the distribution of offerings among the five modes of instruction is of more importance and more interest than the total number of offerings, the tabulation in Table 6 is more pertinent to this study.

By far the largest number of offerings were offered as directed study. However, although television accounted for only 23.4% of the offerings in the 50 colleges included in this study, the enrollment of students in television courses was almost double the number enrolled in directed studies. During the fall semester of 1979 almost one-half of the students enrolled in Independent Study were enrolled in television classes. Also, the number of students enrolled in mediated studies was slightly larger than those enrolled in directed studies. This is as would be expected since, by definition, in directed studies a student or a small group of students works with an instructor on a project or course which is designed to amplify or enrich the regular curriculum of the college. This is a time-honored and popular mode of instruction which greatly benefits students in community colleges.

The number of radio and newspaper courses offered is relatively small. It would appear that these modes represent an unused potential since radios and newspapers are widely available.

Table 7 displays the distribution of subject matter areas in each of the modes of instruction.

Table 7
Distribution of Subject Matter Areas in Various Modes of IS Instruction

	Mediated		Directed		Television		Radio		Newspaper	
	No.	%	No.	%	No.	%	No.	%	No.	%
Science	22	12.8	94	21.4	43	22.2	0	0.0	5	38.5
Humanities	60	34.9	88	20.0	43	22.2	0	0.0	2	15.4
Social Sci.	27	15.7	81	18.5	46	23.7	11	100	4	30.8
Personal Dev.	4	2.3	24	5.5	2	1.0	0	0.0	0	0.0
Tech/Voc.	32	18.6	107	24.4	57	29.4	0	0.0	0	0.0
Communication	27	15.7	45	10.3	3	1.5				
Totals	172		439		194		11		11	

The data displayed in Table 7 indicates that, with the exception of radio and newspaper courses, there was fairly even distribution of subject matter areas included in each mode of instruction. Again, it should be noted that the number of courses included under the total personal evelopment was small and, for the most part, instruction was offered in what are frequently referred to as the "solid subjects." Inspection of the inventory of Independent Study courses reveals that the various modes of independent study were used to offer courses which were similar to those offered in the regular curriculum of the community colleges. It should be noted that Tables 6 and 7 include only independent studies offered as courses. A large proportion of mediated studies, in particular, are employed by community college instructors to enhance learning in subjects offered in the regular curriculum.

Table 8 displays the opening enrollments and the number and percentage of completers in each of the areas of instruction for the Fall term 1979 and the Spring term 1980 in the 50 colleges included in the study.

Table 8
Opening Enrollments and Number and Percentage
of Completers in Various Subject Matter Areas
for Fall 1979 and Spring 1980

FALL 1979

	Opening Enrollment	Completers	Percentage
Science	2,882	1,859	64.5
Humanities	3,886	2,466	63.4
Social Science	3,090	1,932	62.5
Personal Development	873	552	63.2
Technical/Vocational	4,142	3,062	73.9
Communications	549	438	79.7
Totals	15,422	10,309	66.8

SPRING 1980

	Opening Enrollment	Completers	Percentage
Science	3,937	2,099	53.3
Humanities	4,367	2,785	63.8
Social Science	4,069	2,445	60.1
Personal Development	993	526	52.9
Technical/Vocational	5,606	4,122	73.5
Communications	681	464	68.1
Totals	19,653	12,441	63.3

Using the same formula as was used to estimate the total number of offerings in all colleges, the total enrollment in Independent Study for the Fall of 1979 is estimated to be approximately 18,500, and for the Spring of 1980, 23,500 students.

With minor variations between and among the subject matter areas, the retention rate in courses in Independent Study appears to be about the same as for courses taught in other modes of instruction in the community colleges. The larger number of students enrolled in the spring term is probably due to the likelihood that more students become aware of independent studies opportunities after a semester of enrollment in a college.

Table 9 presents enrollments in various modes of Independent Study for the Fall of 1979 and the Spring of 1980 and the number and percentage of completers.

Table 9
Opening Enrollments and Number and Percentage of Completers in Various Modes of IS Instruction for Fall 1979 and Spring 1980

FALL 1979

	Opening Enrollment	Completers	Percentage
Mediated Courses	4,036	2,665	66.0
Directed Studies	2,961	2,375	80.2
Television Courses	7,030	4,011	57.5
Radio Courses	72	70	97.2
Newspaper Courses	201	152	75.6
Totals	14,300	9,273	64.8

SPRING 1980

	Opening Enrollment	Completers	Percentage
Mediated Courses	5,140	3,035	59.0
Directed Studies	3,261	2,592	79.5
Television Courses	9,692	5,428	56.0
Radio Courses	195	149	76.4
Newspaper Courses	425	421	99.5
Totals	18,713	11,625	62.1

As has been explained previously, the total number of students reported in Tables 8 and 9 differ because it was possible to classify all offerings by subject matter area but was not possible to determine on the basis of the returns from the colleges the mode by which each course had been offered. In spite of low numbers of students enrolled, radio and newspaper courses appear to have relatively high retention rates. Of those modes in which larger numbers of students were enrolled, directed studies appear to have the highest retention rates. Television courses appear to have higher drop-out rates. Particularly in television courses, students sometimes participate in the course and discontinue when they have achieved their personal objectives before the final examination at the end of the course. The overall percentage rate of completers appears

to be slightly lower than the retention rates in the regular courses offered by community colleges.

The data presented in Tables 1 and 2 indicate that there has been a steady decline in participation by community colleges in CIS and Independent Study since 1975 with a somewhat steeper decline under the Independent Study regulations which were adopted in 1978. It was anticipated that the Independent Study regulations would increase, not decrease, such participation. It is generally agreed that the statute limiting Independent Study to college-level transfer courses is a major cause of the decline in participation. Particularly in the mediated course mode, colleges are prohibited from presenting many courses of less than baccalaureate level for which mediated study can be particularly useful and efficient. Those credit courses are frequently designed to give students opportunities to prepare for baccalaureate level work. Such courses can be conducted in a learning laboratory with the assistance of various technological aids, and they have the important advantage of permitting the student to progress at a rate which is appropriate for that student. They have the added advantage of modularization which permits the student to complete discrete units of work and to be evaluated at the end of each module. Mastery is expected before the student proceeds to the next module. Another advantage is that the student is able to repeat the study of a given module until mastery is achieved. Benefit would accrue to students if colleges were permitted to offer Independent Study courses of less than baccalaureate level.

One of the elements of the regulations governing Independent Study in community colleges is the provision that television courses be limited to an enrollment of 125 students unless an exemption was authorized by the Chancellor. Out of 194 television courses offered by the 50 colleges included in the study, 28 or 14.4% exceeded an enrollment of 125. The average size of television classes offered by the 50 colleges during the Fall of 1979 and the Spring of 1980 was approximately 86 students.

In summary, it appears that Independent Study courses are evenly divided among the subject matter areas with the exception of the area of personal growth; that the largest number of courses were offered in the directed studies mode but that television courses enrolled almost twice as many students; that each of the modes of Independent Study instruction was fairly evenly divided among the subject matter areas; that the overall retention rates for Independent Study is only slightly less than the retention rates for all courses in community colleges; that directed studies have the highest retention rate and that television courses have the lowest. Finally, it appears that Independent Study courses are college level transfer courses and appear to be of the same academic level as other transfer courses offered by community colleges.

Summary of Major Findings

1. General

   Both the fiscal and education data proved to be inadequate in several respects. Colleges have apparently applied different interpretations of the reporting instructions. The aggregation of

costs of several different modes of Independent Study yields spurious results which makes meaningful analysis difficult. The classification "Mediated Courses" requires refinement which would make possible a more descriptive and accurate review of activity in that mode of instruction.

2. Fiscal Effects

   a. The reported cost per ADA of Independent Study varied from a low of $79 to a high of $5,114. The reported costs are highly dependent upon the mode of instruction provided by the colleges. The lower costs per ADA tended to be reported by colleges which engaged largely in directed studies and which reimbursed the assigned instructors at a relatively low rate. The higher reported costs tended to be from colleges which offered proportionately larger offerings in television and mediated courses. However, the highest cost was reported by a district which reimbursed instructors assigned to directed studies at a relatively high rate.

   b. The average cost of instruction was found to be $1,301. It seems probable that this average cost was reduced by the low cost of offering directed studies in some colleges and that the true average cost is at least equal to the average cost of all instruction. Although it is not possible on the basis of the available data to separate the costs by mode of instruction, the data suggests that the average cost per ADA of offering television and mediated courses is considerably higher since both hardware and software costs can be included.

   c. The total expenditure for Independent Study during 1979-80 was less than one-half of one percent of the total expenditure for education.

3. Educational Effects

   a. Participation in CIS and Independent Study has declined since 1975, with a steeper decline since 1978 when Independent Study regulations were adopted.

   b. Approximately 1,000 separate offerings in Independent Study were provided to students during 1979-80. The largest number of offerings were found in directed studies, but the largest number of students were enrolled in television courses.

   c. Except for the area of personal development, which represented a very small percentage of total offerings, a fairly even distribution of Independent Study instruction was found among the areas of Science, Social Science, Humanities, Vocational/Technical, and Communications. Under the existing regulations, Independent Study offerings were limited to transfer courses.

d. It appears that the retention rate in Independent Study was only slightly lower than that of courses in the general curriculum. Retention was highest in directed studies and lowest in television courses. Retention rates appeared to be similar in the various areas of instruction with the highest reported rates in Technical/Vocational and Communications.

e. The average size of all television courses offered during the Fall of 1979 and the Spring of 1980 was 86. Only 14.4% (28) of all television courses offered during that period exceeded the 125 student limit.

Recommendations

Community colleges, with their diverse student populations, should attempt to provide many different avenues to learning. Not all students enjoy or profit from the traditional lecture/laboratory methods of instruction. Many students, including those who are employed, the elderly, the handicapped, homemakers, and those who live at some distance from the campus, are frequently unable to attend regular scheduled classes on the college campus. Courses and programs offered in the various modes of independent study provide a flexibility which significantly assists in equalizing educational opportunity for thousands of students. For these reasons colleges should be encouraged to expand their independent study offerings. State statutes and regulations should provide an incentive - not a deterrent - for colleges to participate more fully in independent studies. For these reasons the following recommendations are presented for action:

1. Since the various modes of independent study are actually only alternate ways of instructing students and increasing their learning opportunities and since the total costs of Independent Study instruction is less than 1% of the total cost of all instruction, it is recommended that special reporting beyond attendance accounting and the normal course approval procedures be discontinued.

2. Authorization to provide independent studies should be extended to include all credit courses which satisfy requirements of the associate degree.

3. That the method of reimbursement as specified in the existing Independent Study regulations be continued.

4. That the existing statute and Title 5 regulations governing Independent Study be revised to reflect the intent of Recommendations 1, 2, and 3.

APPENDIX A

REGULATIONS RELATING TO COORDINATED INSTRUCTION SYSTEMS

Chapter 4 (commencing with Section 55300) is added to Division 6, Part VI, of Title V of the Administrative Code, to read:

Chapter 4. Coordinated Instruction Systems Programs

Article 1. General Provisions

55300. Implementation. The provisions of this chapter apply to and implement the provisions of Section 11251(a) of the Education Code in relation to coordinated instruction systems programs.

55301. A coordinated instruction system is a system in which a variety of teaching methods, including the use of mechanical and electronic devices, self-instructional material and other similar teaching techniques, may be used to convey a particular area of knowledge or skills from the instructor to the student. Hereinafter, this is referred to as "CIS," which includes both the singular and plural.

55302. Definitions. The definitions provided in the California School Accounting Manual and the Community College Handbook of Definitions and the definitions given in this article apply to the provisions of this chapter. If there is a conflict between the definitions given in the Manual or the Handbook and the definitions given in the following sections, the definitions given in the following sections shall control.

55303. "Automated audio-visual system" means a system using various audio, video, or audio-visual devices to assist the student, in either an informal or formal setting, in his learning process which does not require the immediate presence of a person other than the participating student.

55304. "College" means a public community college.

55305. "Course" means an organized sequence of instruction established by a college to study a particular subject which is conducted at scheduled times and places.

55306. "Computer-assisted instruction" means a method of teaching in which a student has access to information or prepared teaching material through a computer terminal which he controls directly or indirectly by his input of questions, requests for data, or responses. Such instruction includes, but is not limited to, the use of simulated academic games, computerized program instruction, and computer tutoring.

55307. "Coordinate" means to bring the various activities of a system, course, or program into an organized pattern of operation leading to particular objectives.

55308. "Coordinated instruction system program" means a plan developed and implemented by a college pursuant to which one or more CIS are established and operated at the college. It may include a single CIS in a single course or a series of CIS in various courses of the college. For the purposes of this chapter, "program" means a "coordinated instruction system program."

55309. "Direct expenses" means those costs which are readily attributable to a coordinated instruction system.

55310. "Evaluation" means an examination of the operation and outcome of a coordinated instruction system and objective and subjective judgments as to the value of the operation and outcomes.

55311. "Other similar teaching techniques" means methods, materials, and equipment, other than television, computer-assisted instruction, automated audio-visual systems, and programmed learning materials, which can be used for teaching and which are designed to be used and can be used effectively without the immediate presence of the instructor with the student.

55312. "Programmed learning materials" means teaching materials which are designed and prepared to be used by the student away from the instructor and which move a student toward defined goals or objectives in short segments with immediate reinforcement of success or error and which contain redirection to facilitate mastery of materials and concepts.

55313. "System" means an integrated group of activities specifically designed, organized, and operated to lead to a particular objective.

55314. "Teach" means to convey information or skill in a comprehensible manner to another person.

55315. "Television" means any instructional method which relies primarily or exclusively on the television process.

Article 2. Approval of Programs

55320. Eligibility for State Apportionments. In order for attendance in a CIS to be eligible for state apportionment, pursuant to the provisions of this chapter, the program of which the CIS is a part must be recommended by the governing board of the district maintaining the program and approved by the Chancellor.

Nothing in this chapter shall be construed as requiring a district to claim state financial support under the provisions of this chapter for each of its courses which include a CIS. The district shall determine whether attendance in a course which includes a CIS will be supported as provided in this chapter or as provided elsewhere in the Education Code or Administrative Code. In no event shall the same attendance be supported by more than one state apportionment scheme.

55321. Action by the Governing Board. The governing board of the district operating the program shall recommend the approval of the program to the Chancellor by resolution duly adopted by the members of the governing board.

55322. Request for Approval. Each request for approval of a program shall be made on a form supplied by the Chancellor and shall be accompanied by the resolution adopted by the governing board and such other facts and information as the Chancellor may request. The request for approval shall contain a statement of the units of credit to be awarded in the program.

55323. Approval. Programs will be approved on the basis of the standards used to approve new educational programs. (See Subchapter 3 (commencing with Section 55130) of Chapter 1, of this division.)

55324. Approval Date. A program must be approved by the Chancellor at least 30 days before the first day of the quarter or semester in which a CIS within it is first operated by the district. Programs to be operated during quarters or semesters beginning between February 1, 1971, and June 1, 1971, may be approved at any time during the 1970-71 fiscal year before April 1, 1971, and the approval may be made operative as of February 1, 1971.

55325. Duration of Approval. An approval is effective until the program or the implementation of the program is modified in any substantial way. If, on the basis of an evaluation submitted pursuant to the provisions of Section 55344, the Chancellor determines that the operation of the program has not met its stated objectives in a satisfactory manner, he may terminate the approval and determine the effective date of the termination.

Article 3. Operation of a Coordinated Instruction Systems Program

55331. Supervision of Program. The implementation and operation of an approved program shall be under the supervision of an employee of the district who holds a credential authorizing supervision of instructional personnel.

55332. Instructor. A CIS shall be under the supervision of and be the responsibility of an employee of the district who holds a credential which qualifies him to teach the subject matter being present through the CIS. The instructor shall have the primary responsibility for preparing, having prepared or organizing the instructional material, supervising other staff involved, and evaluating and grading the students using the CIS.

55333. Supervision of Activities. The activities of the CIS are not required to be conducted under the immediate supervision of the responsible instructor. The instructor shall provide or arrange for whatever supervision, if any, of the CIS activities he deems advisable or necessary. Such supervision may be provided by non-credentialed personnel of the district.

55333.5. Availability of Instructor. Each CIS shall provide the student with access to the CIS instructor equal to or greater than that commonly available in the other instructional methods.

55334. Enrollment. In order for his attendance to qualify for state support, a student must enroll in a course which includes the use of a CIS which is a part of an approved program. Enrollment shall be in the manner usually used for enrollment by the college maintaining the course.

55335. Support Services. A student enrolled in accordance with Section 53334 shall have the same privileges on and off that college campus as a student enrolled in any other course offered by that college.

55336. Attendance. Actual attendance shall be determined in the same manner and at the same time as the attendance is determined in the other courses in the college for the purposes of regular state aid apportionments. The attendance reported to the State for each student shall not exceed one contact hour for each semester unit of credit for which the student is enrolled.

55337. Credit. The responsible instructor shall evaluate each student enrolled in accordance with Section 53334 and give each student a grade. The amount of credit to be given shall be determined by the governing board of the district in the usual manner and in accordance with the provisions of Section 25518.5 of the Education Code.

55338. Records. Enrollment, attendance, evaluations, and credit for courses including a CIS shall be entered on the student's record in the same manner as for all other courses.

55339. Academic Standards. The academic standards applicable to courses which include a CIS shall be the same as those applied to other courses in the college.

Article 4. State Support

55340. Requirements for State Support. The State shall apportion state aid to a district for the costs of the district's CIS which are a part of a program which is approved and operated in accordance with the provisions of this chapter.

55341. Extent of Support. State support shall be paid in accordance with the rules and regulations relating to the payment of state aid apportionments and shall be computed in the same manner and for identical categories of attendance as state support for other graded classes. Any necessary adjustment shall be made as provided in Section 17601.1 of the Education Code.

55342. Current Costs. Current costs include the following costs expended during the fiscal year corresponding to the school year for which attendance is reported:

(a) Direct costs of developing, maintaining, and evaluating the CIS.

(b) Added costs of the college attributable to the development and operation of the CIS.

(c) The applicable segments of accounts 100, 200, 400, 600, 700 and 800 as set forth on Financial and Budget Report, Form CCAF-301, and as explained in Part II of the California School Accounting Manual.

Current costs do not include:

(a) Capital outlay.

(b) Initial purchase of equipment.

55343. Operation Reports. Form CCAF-324 is to be used to report the current costs incurred for the CIS, the contact hours, and the average daily attendance claimed. A separate report is to be submitted for each quarter or semester of the regular day college in which average daily attendance is claimed, and it is due in the Chancellor's Office on or before January 15 for the first period, April 30 for the second period, and July 15 for the annual report. If CIS are also conducted between the close of the regular day college of one academic year and the beginning of the regular day college of the succeeding academic year, separate accounting records must be maintained and a separate form CCAF-324 must be submitted for this period on or before September 30. The data on this latter report are to be consolidated with the data for the regular periods on the annual report.

55344. Evaluation Reports. On or before August 1, each district which operates a CIS within an approved program shall prepare and submit to the Chancellor an evaluation of the CIS and the program for the preceding school year. The report shall include at least an evaluation as to the accomplishment of the stated objectives.

APPENDIX B

Be it resolved by the Board of Governors of the California Community Colleges acting under the authority of Sections 193, 11251 and 25510 of the Education Code and implementing, interpreting, and making specific Section 11251 of the Education Code and pursuant to the Administrative Procedures Act, regulations in Title 5 of the California Administrative Code are added, amended, or repealed as follows:

First--Section 55301 is amended to read:

55301. Coordinated Instruction System.

A coordinated instruction system is ~~a system~~ an integrated district-approved program of instruction in which a variety of teaching methods are used to facilitate learning, including the use of mechanical and electronic devices, self-instructional material and other similar teaching techniques ~~may be used~~ to convey a particular area of knowledge or skills from the instructor to the students~~.~~, conducted by a certificated instructor but not requiring the instructor's immediate presence. ~~Hereinafter, this is referred to as "CIS," which includes both the singular and plural.~~

Second--Section 55308 is repealed:

~~55308. "Coordinated Instruction System Program" means a plan developed and implemented by a college pursuant to which one or more CIS are established and operated at the college. It may include a single CIS in a single course or a series of CIS in various courses of the college. For the purposes of this chapter, "program" means a "coordinated instruction system program."~~

Third--Section 55322 is amended to read:

55322. Request for approval.

Each request for approval of a program shall be made on a form supplied by the Chancellor and shall be accompanied by the resolution adopted by the governing boards and such other facts and information as the Chancellor may request. The request for approvals shall contain a statement of the units of credit to be awarded in the program. It shall also reflect adherence to guidelines on CIS program and course approvals adopted by the Board of Governors.

Fourth--Section 55344 is amended to read:

On or before August 1, each district which operated a CIS within an approved program shall prepare and submit to the Chancellor an evaluation of the CIS and the program for the preceding school year. The report shall include at least an evaluation as to the accomplishment of the stated objectives, and shall be submitted on a form or forms provided by the Chancellor.

Fifth--These regulations are exempt from the provisions of Revenue and Taxation Code Section 3361 as they apply only to Community College districts. Furthermore, they do not mandate any additional costs to local government as the provisions to have coordinated instruction systems are permissive.

APPENDIX C

COORDINATED INSTRUCTION SYSTEMS

ISSUES

Definition and Scope

1. What constitutes instructional supervision within the concept of CIS?

2. How many students may be assigned to an instructor-of-record?

3. What is the role of the instructor-of-record in terms of responsibility for curriculum development, class assignment of students, final grades for students?

4. Shall students be regularly and properly enrolled in a course and assigned to an instructor as in conventional class assignment who is actually teaching the subject or credentialed to teach the subject in which the CIS course or program has been approved? Shall enrollment in a CIS program permit deviation from conventional enrollment practice and assignment to such a credentialed instructor?

Patterns of State Apportionment

1. What shall be the basis for state apportionment which "shall not be greater than one-half the current costs of conducting" approved CIS programs so that districts can be assured of at least their computed ADA?

2. How shall developmental costs be identified and determined for purposes of state appropriation for CIS programs? Will such identifications be necessary if the "one-half the current costs of conducting" is removed from the revised Education Code section?

3. How shall state apportionment be determined for courses in which CIS modules or learning sequences are only partially integrated into a course of study? To what extent shall "laboratory" activities and other related experiences be incorporated into the determinations?

4. What are the meaning and implication in terms of state apportionment of the Education Code (11251) statement that "one student contact hour is to be counted for each unit of coordinated instruction systems credit in which a student is enrolled during any census period"?

5. Since independent study and flexibility in learning modes are basic to the concepts of CIS, how shall we develop procedures for (a) open-entry, open-exit; (b) problems of open-circuit broadcast availabilities in the face of Education Code 11475.1 which excludes CIS from positive attendance authorization for "short-term" courses?

6. Are "independent study" courses as pursued by Community Colleges to be considered appropriate CIS programs of study?

7. What shall determine the time-length feature of a CIS course of study to determine a CIS "unit of credit" for state apportionment?

8. How determine state apportionment for approved CIS programs in overlapping semesters or quarters?

9. Is "open-entry open-exit" permitted for CIS programs under Education Code 11251?

Program Approval

1. Shall unit credit for a CIS program be restricted to an actual predetermined "term" factor as in conventional courses or shall unit credit be that which is approved by a district as appropriate and proper standards for performance and achievement?

2. Can unit credit for television courses be accepted on the basis of "equivalent" content or must television courses meet the conventional one-hour lecture standard for a unit credit in spite of particularities which relate to the nature and cost of the medium?

3. To what extent, if any, shall "laboratory" activities and related experiences be acceptable for purposes of application and approval?

4. Shall "variable credit" units be acceptable for the same course or program?

Reporting and Evaluation

1. In the face of expanding utilization of CIS instructional and curriculum patterns, shall there be any requirement for a district to report its CIS enrollments by individual CIS categories? Can this be accomplished if the program or course contains a "mix" of acceptable learning modes?

2. What shall constitute an evaluation system for the Chancellor's Office for CIS programs? Shall there be an evaluation system by the Chancellor for non-traditional programs separate from any system which may be considered for conventional programs?

3. Shall evaluations be required by the Chancellor for CIS programs when no such specific requirement is made for courses and programs conducted in a conventional pattern?

CRITERIA FOR RECOMMENDATIONS FOR REVISION OF TITLE V CIS REGULATIONS

I The Community College, by virtue of its comprehensive orientation, has a responsibility to serve those in the community who wish to profit from its instructional program.

II Learning is largely derivative of previous experiences with a variety of modes of communication.

III Divergence in student's antecedent and development experiences would require the Community College to make provisions for diverse learning patterns and instructional options which reflect that difference.

IV Student learning is enhanced through the systematic development of a curriculum which is oriented toward student needs, capabilities and aspirations.

V A systems approach to instruction recognizes the interdependence relationship of objectives, strategies and evaluation in the educational program.

VI Provisions for self-study and access to adequate facilities and resources to accommodate individual learning styles should relate also to alternate teaching patterns and the salient role of evauation.

VII Community College education will consider differences in a way that will promote the fullest development of the student.

VIII Continuing demands and changes in instructional methods, settings, and clientele require that faculty members learn to alter and complement traditional teaching practices and adopt new relationship with students.

IX Community college students are increasingly older students from all walks of life who arrive at all stages of educational development. They enter and leave college at various times throughout their lives to take courses of interest, gain college credit, or benefit from vocational training.

APPENDIX D

Senate Bill No. 941

CHAPTER 1055

An act to amend Sections 84500 and 84520 of the Education Code, relating to community college attendance.

[Approved by Governor September 23, 1978. Filed with Secretary of State September 25, 1978.]

LEGISLATIVE COUNSEL'S DIGEST

SB 941, Gregorio. Community colleges: attendance.

Existing law specifies the circumstances under which attendance at community colleges may be included in the computation of the average daily attendance of the district for state apportionments and other purposes.

This bill would specify generally that until June 30, 1982, attendance in courses or programs of independent study by students who are under the supervision, control, and evaluation, but who are not necessarily in the immediate presence, of an instructor qualifies to be included in the average daily attendance of a district, provided that only attendance in specified college transfer classes may be included.

This bill would also prescribe a method of computing the average daily attendance in courses which do not have a regularly scheduled number of weekly contact hours.

The people of the State of California do enact as follows:

SECTION 1. Section 84500 of the Education Code is amended to read:

84500. (a) (1) Except as otherwise provided, in computing the average daily attendance of a community college district, there shall be included only the attendance of students while engaged in educational activities required of such students and under the immediate supervision and control of an employee of the district who possessed a valid certification document, registered as required by law, authorizing him to render service in the capacity and during the period in which he served.

(2) A community college district may, until June 30, 1982, also include the attendance of students enrolled in approved courses or programs of independent study, including courses or programs formerly conducted as coordinated instruction systems, who are under the supervision, control, and evaluation but not necessarily in the immediate presence of an employee of the district who possesses a valid certification document; provided that such attendance may only be included for college level credit courses and programs which are accepted for completion of an appropriate educational sequence

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leading to an associate degree, and which generally are recognized upon transfer by an institution of the University of California or the California State University and Colleges.

The community college district shall determine the nature, manner, and place of conducting any independent study course or program in accordance with rules and regulations adopted by the Board of Governors of the California Community Colleges to implement the purposes of this subdivision. Such rules and regulations shall require community college districts to ensure that the components of each individual study course or program for each student shall be set out in a written record which includes the goals and methodology of the course or program, the number of units and hours of study required, the arrangements for consultation with the instructor, the work product to be evaluated, and the college facility required. Such rules and regulations shall also provide for input from, and participation by, faculty, who are selected by academic senates or faculty councils, and students, including, but not limited to, academic senates or faculty councils, in the development and evaluation of such approved educational courses and programs.

The board of governors or its designee shall study the educational and fiscal effects of the authorization provided by this subdivision and shall report to the Legislature prior to June 30, 1981, on the appropriateness of deleting or extending such authorization, as well as other changes that should be made.

(b) For the purpose of work experience education programs in the secondary schools meeting the standards of the California State Plan for Vocational Education, "immediate supervision" of off-campus work training stations means pupil participation in on-the-job training as outlined under a training agreement, coordinated by the school district under a state-approved plan, wherein the employer and certificated school personnel share the responsibility for on-the-job supervision. The pupil-teacher ratio in any such work experience program shall not exceed 125 students per full-time equivalent certificated coordinator. A pupil enrolled in such work experience program shall not be credited with more than one day of attendance in any calendar day, and shall be a full-time student enrolled in regular classes meeting the requirements set forth in Section 76313.

(c) For purposes of computing the average daily attendance of a community college district, attendance shall also include student attendance and participation in in-service training courses in the areas of police, fire, corrections, and other criminal justice system occupations that conform to all apportionment attendance and course of study requirements otherwise imposed by law; provided that such courses are fully open to the enrollment and participation of the public pursuant to subdivision (2) of Section 78450; and provided further, that prerequisites for such courses shall not be established or construed so as to prevent academically qualified

persons not employed by agencies in the criminal justice system from enrolling in and attending such courses.

(d) In the event that certain in-service training courses are restricted to employees of police, fire, corrections, and other criminal justice agencies, attendance for such restricted courses shall not be reported for purposes either of state apportionments or district revenue limits computed pursuant to Sections 85132 and 85140. Notwithstanding the provisions of Section 78450, a community college district which restricts enrollment in such in-service training courses may contract with any public agency to provide compensation for the cost of conducting such courses.

(e) Positive records of student admissions and daily attendance in all in-service training courses in the areas of police, fire, corrections, and other criminal justice system occupations, as described in subdivision (c), shall be maintained by each district and shall be separately reported annually to the chancellor's office of the California Community Colleges.

SEC. 2. Section 84520 of the Education Code is amended to read:

84520. Pursuant to the provisions of Section 84300, the units of average daily attendance for apportionment purposes of regularly enrolled students of a community college district during the academic year, as defined in Section 78008, and subject to the provisions of Section 78452 shall be computed by multiplying the weekly student contact hours of enrollment as recorded for the census day or days each semester or quarter by statewide factors heretofore established by the board of governors, subject to review by the Department of Finance. The census day shall be Monday of each of two census weeks of five or six consecutive days of regularly scheduled classes each term or session as approved by the board of governors.

For purposes of computing the units of average daily attendance for courses which do not have a regularly scheduled number of weekly student contact hours, one weekly student contact hour shall be counted for each unit of credit in which a student is enrolled during any census period. The nature, manner, and place of conducting courses and programs under this section shall be determined by the community college district pursuant to rules and regulations adopted by the board of governors.

Attendance of such students enrolled in classes conducted in summer sessions, as distinct from summer quarters, of four weeks or more shall be counted in the computation of average daily attendance for apportionment purposes under the provisions of this section using the following formula: Multiply the sum of the weekly student contact hours of enrollment in each class during the census week of each class of the summer session by the number of scheduled weeks for each class, multiply the product so derived by the statewide factors established by the board of governors, subject to review by the Department of Finance, and divide by 525. The census

day shall be Monday of the second week. For classes of less than four weeks, the units of average daily attendance shall be computed by dividing the total actual class hours of attendance by 525.

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APPENDIX E

ORDER ADOPTING, AMENDING OR REPEALING
REGULATIONS OF THE
BOARD OF GOVERNORS OF THE
CALIFORNIA COMMUNITY COLLEGES

After proceedings had in accordance with the provisions of the Administrative Procedures Act (Gov. Code, Title 2, Division 3, Part 1, Chapter 4.5) and pursuant to the authority vested by Sections 71020, 84500 and 84520 of the Education Code, and to implement, interpret, or make specific Sections 84500(a)(2) and 84520 of the Education Code, the Board of Governors of the California Community Colleges repeals and adopts regulations relating to attendance of students in independent study in Title 5, Part VI, of the California Administrative Code, as follows:

(1)--Chapter 4 (commencing with Section 55300) of Division 6, Part VI of Title 5 is repealed.

(2)--Chapter 4 (commencing with Section 55300) of Division 6, Part VI of Title 5 is added to read:

CHAPTER 4
REGULATIONS FOR COURSES AND PROGRAMS CONDUCTED AS INDEPENDENT STUDY

Article 1. General Provisions

55300. Application of Chapter. The provisions of this chapter apply to and implement the provisions of sections 84500 and 84520 of the Education Code in relation to attendance in approved courses and programs designed and conducted as independent study.

Courses or programs designed and conducted as independent study shall be approved by the Chancellor under conditions contained in Chapter 1, Course of Study, subchapters 1 and 2 of California Administrative Code, Title 5, except that all conditions in sections 55001 (a), 55001 (c) and 55132 shall apply, for study by students who are under the supervision, control, and evaluation, but not necessarily in the immediate presence of the assigned instructor.

All heretofore approved credit courses offered in whatever mode meeting the above requirements shall remain approved provided such courses meet the requirements of this subchapter.

55302. Definitions. For the purpose of this chapter, the following definitions shall apply:

(a) College level course - For the purposes of this Chapter, a college level course shall be an organized pattern of instruction on a postsecondary lower division level which is accepted for completion of an appropriate educational sequence leading to an associate

degree and which is recognized upon transfer by an institution of the University of California or the California State University and Colleges as meeting either elective or major requirements for a baccalaureate degree.

(b) Credit - Credits are the number of units specified by a college for a course as approved by the Chancellor.

(c) Credit Course - A credit course is a course which carries certification of specified learning accomplishments, the successful completion of which are recognized by the granting of units and the awarding of a grade in the context of a particular program of study and which is recognized upon transfer by an institution of the University of California or the California State University and Colleges.

(d) Independent Study - Independent study is learning undertaken by a student enrolled in a course without the immediate presence of the assigned instructor, to be completed in accordance with prescribed objectives, for the number of credits to be awarded on satisfactory completion of the specified learning accomplishments.

(e) Program of Independent Study - An educational program of independent study is an organized sequence of courses of instruction conducted as independent studies and meeting all the requirements of this chapter.

Article 2. Approval of Independent Study Courses and Programs

55310. Reporting. Each independent study course, whether or not it is part of an approved program, must be reported to the Chancellor in a manner and form required by him.

55312. Transfer. Evidence of transferability to California State University and Colleges or to the University of California shall be deemed to exist when the Community College certifies that the course is recognized upon transfer.

55314. Faculty and Student Participation. In the development and evaluation of courses and programs subject to the requirements of this chapter, the district shall include input from, and participation by, faculty who are selected by academic senates or faculty councils, and students.

55316. Criteria. Courses offered pursuant to this chapter shall:

(a) be accepted by the college for completion of an appropriate educational sequence leading to an associate degree, and

(b) shall be recognized by an institution of the University of California or the California State University and Colleges upon transfer to that institution.

55318. Written Record. In submitting a report for each course offered pursuant to this chapter, a college shall certify that the components of each course are set out in a written record for each student enrolled, and have been developed and evaluated with the participation of faculty and students as noted in this chapter.

Article 3. Standards & Criteria

55320. Academic Standards. Academic standards applicable to courses of independent study shall be the same as those applied to other credit courses in the college.

55321. Student Progress. Procedures for evaluation of student progress shall be in accordance with regulations set by the faculty and college. A report by an instructor on appropriate records bearing the student's name for purposes of state apportionment shall certify that adequate and proper progress toward accomplishment of the course objectives is being maintained by the student.

55322. Availability of Instructor. The college shall provide access to the instructor for the students enrolled in courses offered pursuant to this chapter at least equivalent to that commonly available to students enrolled in courses conducted by other instructional methods in addition to regularly scheduled office hours as practiced at that college.

55323. Learning Assistance. Learning assistance, when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for the sequence of such courses applicable to the college degree or certificate.

Article 4. Eligibility for State Apportionment

55340. Eligibility for State Funds. In order for attendance in a course of independent study to be eligible for state apportionment pursuant to the provisions of this chapter, the course must be reported as required by this chapter, and meet all other requirements of statute and regulation relative to eligibility for state apportionment.

55342. Average Daily Attendance. For purposes of computing the average daily attendance, one weekly student contact hour shall be counted for each unit of independent study credit for which a student is enrolled in a course conducted during any census period.

55343. Grades Awarded. Units of credit earned and grades awarded shall be based on the number of units in which the student is enrolled in each census week.

55344. Enrollment. A student for whom attendance will be recorded for state apportionment pursuant to this chapter must be enrolled in an approved course. Enrollment shall be in the manner prescribed by the college in the catalog and/or schedule of classes.

55346. Records. Enrollment, evaluations, and credit for courses conducted pursuant to this chapter shall be entered on the student's record in the same manner and with the same provisions governing such records for all other courses.

55348. Supervision. The college shall provide appropriate supervision of instruction in courses conducted pursuant to this chapter as with other courses and programs.

55350. Instruction. The instructor assigned to a course conducted pursuant to this chapter shall:

(a) Possess a valid teaching certificate, registered as required by law, authorizing service in that capacity during the period in which that service is rendered;

(b) Be responsible for the supervision, control, and evaluation of the course and the enrolled students;

(c) Provide orientation, guidance, and information regarding course content materials and services for each student as soon as possible subsequent to the student's official enrollment by the college; and

(d) Provide each student with the instructor's consultation schedule for the semester, quarter, or other prescribed term of the course, this schedule to be included in the written record.

55352. Number of Students. The number of students assigned to any one instructor of courses offered pursuant to this section shall not exceed 125 students per instructor unless exempted by the Chancellor.

Article 5. Assessment of Effects

55360. Evaluation Reports. Each college conducting courses of independent study shall develop and maintain information required for the report to be rendered to the Legislature prior to June 30, 1981, on the educational and fiscal effects of such courses. Recording, preparation, and forwarding of information relative to these reports shall be conducted in a manner and format established by the Chancellor.

Third--These regulations mandate no new or additional cost to local government within the meaning of Revenue and Tax Code Section 2231 as they are permissive in nature and further such regulations provide for state apportionment to Community College districts who undertake programs authorized by these regulations.

11/13/80

CHANCELLOR OFFICE
CALIFORNIA COMMUNITY COLLEGES
PROGRAM EVALUATION AND APPROVAL SECTION
INDEPENDENT STUDY COURSE INVENTORY SYSTEM

***

CHANCELLOR'S OFFICE

APPENDIX G

CALIFORNIA COMMUNITY COLLEGES
1238 S STREET
SACRAMENTO, CALIFORNIA 95814
(916) 445-8752

RECEIVED
JAN 22 1981

COURSE REPORTING AND DATA COLLECTION FORM
(Please print or type)

College: Solano Community College

Address: P.O. Box 246
Suisun, CA 94585

Requested by: C. Thomas Hosley
Title: Assistant Superintendent/ Vice-President
Phone Number: (707) 864-7000
area code

1. 8 1 1 1 1 1 5 Application Date
1.1 [1] New Course Approval Requested
1.2 1 2 . 0 Semester Units
2. Oceanus: The Marine Environment
Course Title (limit to 50 spaces)
3. 4 8 5 8 2 5 4 College Code
4. 0 4 0 1 1 0 0 4 9 Static Course Identifier
5. 0 4 0 1 . 0 0 Taxonomy of Programs
6. 0 0 0 0 0 0 0 0 0 USOE Code
7. [C] Course Classification
8. [1] Certification Element
9. [9] Certification of Mutual Agreement and RAVEC Review
10. [0] Type of Noncredit Course
11. [0] Minimum Sessions: Lecture/Forum Series
12. [0] Special Program Identifier
13. [0] Combined Course Activities Field
14. 0 0 3 8 Classroom Hours to Complete this Course
15. [4] Primary Method of Course Evaluation
16. [0] Teaching Materials
17. Method of Instruction Field:
(a) [0] Lecture, Demonstration, Discussion
(b) [0] Laboratory
(c) [0] Workshop
(d) [0] Instructional Aide
(e) [0] Independent Study-Independent Tutor
(f) [0] Independent Study-Small Groups
(g) [0] Independent Study-Structured Laboratory
(h) [0] Independent Study-Programmed Instruction
(i) [1] Independent Study-Broadcast Television
(j) [0] Independent Study-Other Media
18. [3] Demonstration of Need
19. (a) 0 1 (b) 2 1 (c) 1 2 Course Objectives

CCC-456 (Rev. 12/13/78)

Superintendent/President

California Community Colleges
Cost of Approved Courses or
Programs of Independent Study

7/1/1979 through 6/30/1980

District	1000 Certificated Salaries	2000 Classified Salaries	3000 Staff Benefits	4000 Books, Supplies & Equipment	5000 Contract Serv. & Other Oper. Exp. & Services	6000 Capital Outlay	Grand Total	Total Cost Excluding (Cap. Outlay)	Total Attend. ADA Incl. Non. Res.	Cost Per ADA	CEE (Excluding) I. S.	ADA (Excluding) I. S.	CEE Per ADA (Excl. I. S
Allan Hancock	$ 19,160	$ 2,408	$ 2,007	$ 1,928	$ 4,218	$ 939	$ 30,655	$ 29,721	66	$ 450	$ 9,919,278	6,277	$1,580
Antelope Valley	8,900	655	--	260	--	--	9,815	9,815	5	1,963	5,153,167	3,344	1,541
Barstow	32,365	1,392	3,079	2,559	3,790	--	43,185	43,185	156	277	2,684,540	877	3,061
Butte	--	--	--	--	--	--	--	--	--	--	8,886,739	4,746	1,872
Cabrillo	109,761	39,088	37,588	13,996	2,850	8,400	211,683	203,283	106	1,918	11,198,543	6,146	1,822
Carritos	69,111	8,490	14,803	5,141	28,765	--	126,310	126,310	116	1,089	20,840,718	12,775	1,631
Chaffey	8,320	200	516	50	--	--	9,086	9,086	9	1,010	16,371,532	7,407	2,210
Citrus	--	--	--	--	--	--	--	--	--	--	9,466,744	5,387	1,757
Coachella Valley	--	--	--	--	--	--	--	--	--	--	8,578,448	3,813	2,250
Coast	296,396	655,352	257,386	34,129	230,164	76,500	1,549,927	1,473,427	621	2,373	51,184,465	30,356	1,686
Compton	--	--	--	--	--	--	--	--	--	--	6,638,935	3,855	1,722
Contra Costa	13,974	--	138	--	12,000	--	26,112	26,112	48	544	35,209,255	18,645	1,888
El Camino	50,390	36,495	14,406	13,346	23,740	2,399	140,776	138,377	154	899	23,937,497	13,753	1,741
Foothill	184,099	50,910	51,424	5,686	42,731	--	334,850	334,850	195	1,717	39,419,594	21,220	1,858
Fremont-Newark	39,609	25,214	12,154	4,070	12,388	2,613	96,248	93,635	42	2,229	8,255,502	4,077	2,025
Gavilan	--	--	--	--	--	--	--	--	--	--	4,293,924	2,008	2,138
Glendale	--	--	--	--	--	--	--	--	--	--	10,390,240	6,740	1,542
Grossmont	23,862	4,571	2,810	--	13,219	--	44,462	44,462	19	2,340	19,274,883	8,701	2,215
Hartnell	--	--	--	--	--	--	--	--	--	--	7,770,697	4,167	1,865
Imperial	--	--	--	--	--	--	--	--	--	--	6,808,649	2,957	2,303
Kern	37,474	9,888	6,706	2,078	11,357	--	67,503	67,503	37	1,824	21,937,799	10,371	2,115
Lake Tahoe	--	--	--	--	--	--	--	--	--	--	1,246,653	508	2,454
Lassen	--	--	--	--	--	--	--	--	--	--	3,900,706	2,234	1,746
Long Beach	25,891	3,439	6,184	--	20,320	--	61,834	61,834	53	1,167	24,674,376	14,839	1,657
Los Angeles	197,877	65,710	57,906	42,326	138,516	--	502,335	502,335	519	968	151,565,634	70,535	2,147
Los Rios	43,832	11,196	5,529	18,900	12,780	--	92,237	92,237	37	2,493	43,266,140	25,485	1,698
Marin	--	--	--	--	--	--	--	--	--	--	15,557,553	7,374	2,110
Mendocino	33,119	7,935	7,186	4,000	1,000	--	53,240	53,240	46	1,157	2,693,581	1,284	2,150
Merced	550	--	10	27	1,020	--	1,607	1,607	5	321	8,286,111	5,402	1,512
Mira Costa	8,445	6,100	2,537	1,289	3,534	204	22,609	22,405	14	1,600	6,761,243	4,214	1,604
Monterey Peninsula	254,441	97,386	37,611	3,882	15,797	19,355	428,472	409,117	80	5,114	7,878,126	5,002	1,575
Mt. San Antonio	13,647	37,550	7,820	4,687	58,898	7,312	129,914	122,602	137	895	21,879,605	12,435	1,760
Mt. San Jacinto	--	--	--	--	--	--	--	--	--	--	2,797,805	1,427	1,961
Napa	3,732	--	41	--	--	--	3,773	3,773	48	79	7,321,999	4,562	1,605
North Orange	16,882	9,250	6,333	--	300	--	32,765	32,765	27	1,214	38,644,316	23,787	1,625
Palomar	19,973	13,068	4,640	1,654	3,158	800	43,293	42,493	54	787	16,893,813	10,056	1,680
Palo Verde	--	--	--	--	--	--	--	--	--	--	928,631	304	3,055
Pasadena Area	--	--	--	--	--	--	--	--	--	--	25,081,333	14,284	1,756
Peralta	28,893	7,490	3,147	1,057	2,964	--	43,551	43,551	69	631	34,438,082	18,361	1,876
Rancho Santiago	42,977	3,245	7,098	14	158	13,749	67,239	53,490	92	581	19,378,816	11,505	1,435
Redwoods	--	--	--	--	--	--	--	--	--	--	8,095,623	4,760	1,866
Rio Hondo	--	--	--	--	--	--	--	--	--	--	11,950,253	7,844	1,529
Riverside	--	--	--	--	--	--	--	--	--	--	13,234,055	7,956	1,663
Saddleback	12,495	--	212	454	7,545	--	20,706	20,706	88	235	18,089,406	11,128	1,625
San Bernardino	63,136	29,600	14,601	20,299	10,801	2,977	141,414	138,437	178	778	17,942,177	10,908	1,645
San Diego	54,129	35,830	18,590	19,564	46,991	396	175,500	175,104	87	2,013	44,652,895	32,982	1,370
San Francisco	--	--	--	--	--	--	--	--	--	--	42,300,016	27,932	1,514
San Joaquin Delta	2,473	--	42	845	8,452	--	11,812	11,812	11	1,074	17,073,995	10,385	1,644
San Jose	--	--	--	--	--	--	--	--	--	--	20,172,569	10,619	1,900

California Community Colleges
Cost of Approved Courses
or Programs of Independent Study
July 1, 1979 through June 30,1980

	1000 Certificated Salaries	2000 Classified Salaries	3000 Staff Benefits	4000 Books, Supplies & Equipment	5000 Contract Serv. & Other Opr. Exp. & Services	6000 Capital Outlay	Grand Total	Total Cost Excluding (Cap. Outlay)	Total Attend. ADA Incl. Non. Res.	Cost Per ADA	CEE (Excluding) I. S.	ADA (Excluding) I. S.	CEE Pe ADA (Excl. I.
San Luis Obispo	$ 3,874	$ 4,534	$ --	$ 200	$ --	$ --	$ 8,608	$ 8,608	30	$ 287	$ 5,759,547	3,152	$1,827
San Mateo	25,432	2,170	392	5,335	32,435	--	65,768	65,768	136	484	31,107,218	16,230	1,917
Santa Barbara	41,302	20,231	12,853	4,216	18,444	1,066	98,172	97,106	52	1,867	11,225,765	7,896	1,422
Santa Clarita	2,495	--	--	--	1,280	--	3,775	3,775	1	3,775	4,065,889	1,620	2,510
Santa Monica	4,158	--	116	--	8,854	--	13,128	13,128	12	1,094	16,110,836	10,641	1,514
Sequoias	6,420	1,253	--	1,246	6,299	--	15,218	15,218	37	411	8,605,815	4,787	1,798
Shasta-Te-Tr	18,444	8,286	5,056	1,909	4,932	827	39,454	38,627	20	1,931	9,252,059	5,336	1,734
Sierra	--	--	--	--	--	--	--	--	--	--	9,646,831	4,869	1,981
Siskiyou	--	--	--	--	--	--	--	--	--	--	3,257,647	1,545	2,109
Solano	27,366	1,300	4,243	1,067	489	--	34,465	34,465	70	492	8,074,787	5,062	1,595
Sonoma	--	--	--	--	--	--	--	--	--	--	16,604,616	11,665	1,423
South County	46,043	30,936	13,706	2,448	1,167	380	94,680	94,300	111	850	16,346,591	9,419	1,735
State Center	11,310	102	869	863	9,037	111	22,292	22,181	34	652	20,221,517	11,413	1,772
Sweetwater	6,814	6,004	2,362	830	9,052	--	25,062	25,062	17	1,474	11,346,785	7,459	1,521
Ventura	33,045	5,657	114	531	911	--	40,258	40,258	74	544	26,622,078	16,095	1,654
Victor Valley	2,611	--	49	--	4,498	--	7,158	7,158	2	3,579	4,335,207	2,153	2,014
West Hills	3,733	4,313	802	323	3,867	--	13,638	13,638	16	852	3,733,602	1,247	2,994
West Kern	--	--	--	--	--	--	--	--	--	--	2,181,215	710	3,072
West Valley	78,052	20,192	14,161	--	12,750	--	125,155	125,155	71	1,763	19,967,090	11,114	1,797
Yosemite	--	--	--	--	--	--	--	--	--	--	19,151,643	9,536	2,008
Yuba	8,049	1,295	--	411	5,763	--	15,518	15,518	47	330	8,682,917	5,316	1,633
Statewide	$2,035,821	$1,275,339	$637,225	$221,620	$837,234	$138,023	$5,145,262	$5,007,239	3,849	$1,301	$1,212,072,306	684,742	$1,770

Source: CCFS-001 (7/80) due September 1, 1980
CCFS-320 Annual 79-80, page 6.

11/13/80

APPENDIX I

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES
PROGRAM EVALUATION AND APPROVAL SECTION
INDEPENDENT STUDY COURSE INVENTORY SYSTEM

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